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South Carolina House of Representatives

Legislative Update & Research Reports

Ramon Schwartz, Jr., Speaker of the House

Vol. 1

January 17, 1984

No. 2

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Legislative Update

Education & Public Works

School Admission--Minimum Age (H.3153) Third Reading, Contested

Currently, to attend kindergarten in S.C. a student must be five on or before November first. To attend the first grade a student must be six on or before November 1. H.3153 changes the cut off date from November first to January 15. November first became the cut off date in 1978.

Twenty one states require children to be 5 years old and have cut off dates between September 1 and October 31; thirteen states require 5 years with cut off dates from November 1 through December 31; six states have four years as a minimum age, with various cut off dates.

In the Southeast, Florida, Georgia, Mississippi, North Carolina, Tennessee and Arkansas have cut off dates earlier than November 1. States with cut off dates on or after November 1 are South Carolina, Kentucky and Virginia. Alabama does not have a cut off date.

Judiciary

Uniform Compensation for Magistrates (H.3352) Second Reading, Uncontested

Would establish a uniform pay scale for magistrates across the state. The governing body of a county would designate magistrates as either "full time" or "part time." "Full time" magistrates would be paid a minimum of \$24,000. Each county would be entitled to at least one full time magistrate; there is no restriction in the bill on the total number of magistrates within a county.

"Part time" magistrates would be paid a proportionate percent of \$24,000, determined by the number of hours worked per week. Base pay increases and cost of living increases would be linked to state government employee increases--magistrates could receive them when state employees received them, and at the same rate.

Additional court costs of \$20.00 would be imposed on violators. Half of the funds raised this way would go for the operation of the magistrates' courts in each county.

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Candidates for Health & Human Services Finance Commission

The Health and Human Services Finance Commission was established last session with the passage of Act No. 83. The Commission has oversight of a number of Health and Human Service activities in S.C., including Title XIX of the Social Security Act (better known as Medicaid).

There are seven members on the Commission, one appointed by the Governor, and six elected by the General Assembly--one member from each Congressional District.

Candidates must be screened and reviewed by the Joint Legislative Screening Committee, and no person "may be elected who has a conflict of interest." "Conflict of interest" includes, but is not limited to, situations where business or financial matters are connected to decisions of the Commission. During the review process, a number of candidates withdrew because of potential conflict of interest situations. Some of the candidates listed below may have, in the opinion of the Committee, potential conflicts of interest. As the Committee report in the Journal states:

"Although it is ultimately the decision of the General Assembly as to whether or not a candidate is qualified and whether or not he has a conflict of interest the Committee believed it was their responsibility to provide in their Report a determination as to qualification and conflict of interest and provide this information to the General Assembly prior to the election ..."

Because of numerous requests, Legislative Update is publishing a list of the candidates with their home addresses. A reference is given to Journal Number One, indicating the page where the candidate's statement to the review committee begins.

District One

Mr. James Sineath 14 Newark Ave. Goose Creek, S.C. 29445	(page 100)
Mr. Sam Lyons 704 Bradburn Drive Mt. Pleasant, S.C. 29564	(page 176)
Ms. Elise Davis-McFarland 204 Grove Street Charleston, S.C. 29403	(page 181)
Mr. Samuel Hanenberg 500 Hermitage Road Beaufort, S.C. 29902	(page 184)
Ms. Anita van de Erve P.O. Box 10167 Charleston, S.C.	(found not qualified) (page 190)

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District Two

Mr. Hugh W. Weldon 6319 White Oak Road Columbia, S.C. 29206	(page 209)
Mr. George F. Oliver 230 White Falls Drive Columbia, S.C. 29210	(page 122)
Mr. Edward Roberts P.O. Box 764 Columbia, S.C. 29218	(page 111)
Ms. Harriett G. Fields 412 Juniper St. Columbia, S.C. 29203	(page 116)
Augustus Rodgers, Ph.D., ACSW 112 Charring Drive Columbia, S.C. 29203	(found not qualified) (page 106)
Dr. Arthur A. Nelson, Jr. 1316 Country Squire Dr. Columbia, S.C. 29210	(found not qualified) (page 126)
Ms. Joan Altekruise 3918 W. Buchannan Drive Columbia, S.C. 29206	(found not qualified) (page 146)
Mr. Warren H. Brune 9600 Highgate Road Columbia, S.C. 29206	(found not qualified) (page 163)

District Three

Mr. T. Ree McCoy, Jr. P.O. Box 254 Anderson, S.C. 29622	(page 26)
Ms. Barbara Jackson 304 W. Durst Ave. Greenwood, S.C. 29646	(page 37)
Reverend Dr. J. O. Rich P.O. Box 984 Anderson, S.C. 29622	(page 47)

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District Four

Mr. John L. Bauer
Daniel International Corporation
Daniel Building
Greenville, S.C. 29602 (page 54)

Dr. Robert E. Robards
303 Sassafras Drive
Taylors, S.C. 29687 (page 60)

Mr. Vollie C. (Vic) Bailey, Jr.
703 W. Main Street
P.O. Box 5087
Spartanburg, S.C. 29304 (page 72)

Mr. Robert L. Watkins
122 Stonehaven Drive
Greenville, S.C. 29607 (page 73)

District Five

Mr. Leo R. Maguire (found not qualified)
Lehigh-Lancaster Co
P.O. Box 1220
Lancaster, S.C. 29720 (page 81)

Mr. Billy F. Pigg
P.O. Box 808
Cheraw, S.C. 29520 (page 90)

District Six

Mr. James L. Pasley, Jr.
Wellman Industries, Inc.
Johnsonville, S.C. 29555 (page 195)

Mr. Lou Swetlitz
511 Longstreet
Kingstree, S.C. 29556 (page 200)

Mr. William F. Davis
P.O. Box 97
Aynor, S.C. 29511 (page 203)

Concern Over Education

Summary

In 1983 education became an issue in a big way, and the debates are likely to carry on into 1984. There is a general consensus in the country that our public schools are not doing as well as they should. No matter what yardstick you choose, students are not measuring up: test scores are down, percent of graduates is down, number in remedial courses is up.

The problem with public education is not the problem, but the solutions--many are offered and there is great debate on which ones might work. Raise teacher pay? Get "back to basics" in the classroom? Emphasize the new technology of computers? This Research Report will briefly examine some of the proposed improvements in American and South Carolina public education. This Report will touch upon the costs of these proposed improvements only in passing.

This report is in two parts: the first deals with general education concerns, including nation-wide status of education' the second reviews the Governor's proposals for education in South Carolina.

Background: 1983, Year of the Education Report

Concern over the state of American public education has been growing for a number of years, but in 1983 that concern erupted like a volcano spewing paper lava: no fewer than 20 nation-wide reports were issued on education. They came from everyone from the federal government to private foundations. They had one point in common: American education is in trouble.

There were four major reports that received most of the attention. A review of these four reports captures the points made by almost every education study issued in 1983. The big four are:

- o A Nation at Risk, issued by the National Commission on Excellence in Education, appointed by Secretary of Education Terrence Bell.
- o Action for Excellence, the report of the Task Force on Education for Economic Growth, prepared by the Education Commission of the States.

- o Making the Grade, prepared by the Task Force on Federal Elementary and Secondary Education Policy, a group sponsored by the non-partisan 20th Century Fund.
- o A Place Called School, the results of an 8 year study project of 1,000 classrooms in 7 states by John Goodlad, former dean of the Graduate School of Education at UCLA.

And just what do these reports say about American education? Basically they tried to answer the five questions most frequently asked about American education today:

- 1) What changes need to be made in school curricula?
- 2) How much time should students spend in school?
- 3) How can teaching be improved?
- 4) Who is responsible for policies and programs?
- 5) Who pays for all this?

A Nation at Risk raised the spectre of "educational mediocrity." Schools were simply not teaching enough, or teaching anything well enough. The report recommended "five new basics" for schools: 4 years of English, 3 years of math, 3 years of science, 3 years of social studies, and 1/2 year of computer science. In addition, college-bound students should be required to take 2 years of a foreign language.

On the question of school time, A Nation at Risk opted for more time: 7 hours a day in the classroom, and 200-220 days for the school year. As for teacher pay, the report said increase it, but tie teacher salaries to an effective evaluation system, including peer review. These changes would be implemented by state and local systems.

Action for Excellence echoed many of the recommendations in the Nation at Risk report: strengthening the curricula by eliminating "soft" courses, lengthening the school year, and starting students on subjects earlier. Action for Excellence advocated making the academic aspects of elementary and secondary schools more intensive and more productive.

The report also said teacher salaries should be more competitive, and the profession as a whole should be made more attractive to draw in a better quality of teacher. Tougher requirements for would-be education majors should be instituted in colleges and universities.

Action for Excellence emphasized the impact education has on economics, underscoring how a badly-educated workforce is a national handicap. Like A Nation at Risk this report stressed state and local leadership in education reform.

Making the Grade, on the other hand, put emphasis on federal responsibilities and national solutions, including a national master teacher program to improve the profession and make it more attractive. Making the Grade stressed the importance of English in the school system, but beyond that made few concrete recommendations. It did not address the length of time students should spend in school, and it bypassed local and state involvement.

A Place Called School by former education dean John Goodlad was a bit different from the other three major reports. Goodlad examined more than 1,000 classrooms in 7 states over a 8 year period; his report has some interesting observations and shrewd suggestions.

Schools are already teaching the basics, Goodlad discovered—but they are not teaching students how to think. Memorization and drill are not enough—students need to know how to apply what they learn.

There is no need to lengthen the school day or year, Goodlad says. Instead, have children start school at 4 and graduate at 16, because that's when they learn the quickest. Goodlad would prefer smaller schools and schools which did not grade students. Instead, students would be reviewed by teams of teachers to see how well the students could think and use their knowledge. After all, education should be practical.

The teaching profession suffers from "flatness" caused by low salary increases over time, and this flatness is a major deterrent to getting and keeping good teachers. Goodlad advocates a career ladder that enables teachers to move up in pay and status.

These reforms would be worked on basically on a local level. The states should not become "entangled" in the nuts and bolts of curricula, instruction and personnel, but should set a "comprehensive, consistent set of educational goals and expectations for schools," and then hold the school districts accountable.

What does the public think?

"American taxpayers will support increased funding for education, but only if quality can be assured, according to two of the nation's leading public opinion researchers," stated a special issue of State Legislatures magazine. The October, 1983 issue, devoted to education, also reviewed the 15th annual Gallup poll on education—and found significant support for school improvement efforts, if linked with quality improvements:

74% say that the quality of schools is only fair and is not improving; 58% are willing to pay more in taxes to improve schools; 75% say student promotion should be based on examinations; 35% say teacher salaries are too low; and 61% are in favor of a merit pay system for teachers.

Other readings of the public pulse indicate that four curriculum requirements receive broad approval: 1) more emphasis on basics; 2) more practical instruction; 3) more vocational instruction; 4) raising academic standards.

What about the teaching profession?

Not in the best of shapes, according to the latest statistics. For a variety of reasons teaching does not attract the best and brightest of college students. Those who enter the profession tend to score lowest on their SAT and GRE grades; those who remain in the profession rank even lower in test scores and grade point ratios.

Of course, standardized tests and college grades are not infallible indications of a teacher's ability--but consistently lower levels are troublesome. There seems little doubt that a vast number of bright, talented young men and women simply believe they can do better than be teachers.

At this point the issue of teacher pay inevitably arises. A comparison of average teacher's salaries in South Carolina, the Southeast and the U.S. as a whole is instructive:

<u>Year</u>	<u>74-75</u>	<u>76-77</u>	<u>78-79</u>	<u>80-81</u>	<u>82-83</u>
So. Car.	\$ 9,463	\$ 10,507	\$ 12,150	\$ 14,353	\$ 16,532
Southeast	9,883	11,122	13,011	15,248	17,715
U.S.	11,650	13,357	15,057	17,602	20,603
Amount <u>below US avg</u>	\$ 2,187	\$ 2,850	\$ 2,907	\$ 3,249	\$ 4,071
Amount <u>below SE avg</u>	\$ 420	\$ 615	\$ 861	\$ 895	\$ 1,183

According to the National Education Association the average salary of a South Carolina teacher in 1982/83 was 79.8% of the national average.

Former U.S. Commissioner of Education Ernest Boyer has stated: "The more I've gotten involved in this, the more I'm convinced that the heart of the problem is the low status of teaching in this country."

Gary Sykes, a specialist on teaching with the National Institute of Education, says the profession can be improved by using screens and magnets--screens to keep the unqualified out, magnets to entice the qualified to stay. Five areas need to be addressed to improve the quality of our teaching staffs:

- 1) Better pay
- 2) Higher standards to become a teacher
- 3) Better career opportunities
- 4) Better student discipline
- 5) Weed out incompetent teachers

Good goals, but how to achieve them? That is where disagreement sets in. An across-the-board pay raise for all teachers is opposed by some because it would reward the bad teacher as well as the good teacher. "Teacher incentive pay," and "merit pay" are often proposed to avoid this problem.

Supporters of merit pay maintain it would reward only good teachers--those whose students score well on tests, those who make a positive contribution.

Opponents say merit pay would foster competition among teachers, not cooperation. They also have a problem with the definition of "merit" and who would be the judge--the principal? the board? a panel of other teachers?

Numerous school districts have adopted merit pay systems. In Seiling, Oklahoma teachers can earn a bonus of up to \$1,000 based on the performance of their students on standardized tests. In Houston the "Second Mile Plan" rewards teachers on the basis of their attendance, test scores of the entire school, and additional college credits earned by teachers. The Houston plan caps at \$1,000.

Merit pay is a sensitive issue among teachers and educational associations. Their main concern seems to be that the proposed "carrot" will turn into a "stick" as principals and administrators reward "good" teachers who follow orders and don't make waves. A possible guard against this would be "peer review" where teachers judge other teachers for effectiveness in teaching.

And what about the teacher shortage? The National Center for Educational Statistics projects that the demand for additional teachers will exceed supply during the years 1983-1987, because of the "echo of the baby boom" that is now hitting the public schools.

In S.C. over the past five years the number of education majors who have graduated and been certified to teach has fallen by 29.4%--from 3,840 in 78/79 to 2,712 in 82/83.

Certain areas, particularly math and science, have been especially hard-hit: the Southern Regional Education Board reports that in the last decade the enrollment of math education majors has declined by 77%; that of science education majors has dropped by 65%. One reason for the decline: students with aptitudes in these areas can make much better livings in private industry.

The population aged 5-17 in S.C. is approximately 21% of the total population. During the decade 1972-1982 enrollment in South Carolina public elementary and secondary schools dropped by 3.1% while the percentage of classroom teachers rose by 19.2%. The student/teacher ratio changed from 23/1 to 19/1 during this decade. Many observers expect enrollment in public schools to rise during the 1980s--because of the "baby boom echo" mentioned earlier.

Other factors to consider

Studies of school effectiveness have isolated four indicators that determine how well a school is likely to operate. These are:

- 1) An effective principal
- 2) A safe, orderly, learning-centered environment
- 3) Teachers who have high-expectations of all students
- 4) Maximum time devoted to learning

Most observers would agree that these four indicators are worth striving for--the debate comes in what precise form and at what allowable cost can these four items be obtained.

Review of the Governor's Recommendations

Summary

During the fall and into the winter the Governor has been making a strong pitch for a comprehensive program to improve public school education in South Carolina. This Research Report gives a capsule review of his proposals, along with the estimated price tag.

Two columns of figures are given below. The first is the estimated cost of the program for FY 1984-85. The second column is the estimated cost of the program five years down the road, in FY 1988-89. Some parts of the program start off as no cost or relatively low cost, but move upwards. Other sections actually decrease in spending. "\$--" indicates no cost is anticipated for the program.

Recommendation One: Raise student performance, increase academic standards

	84-85	88-89
o Require 20 units for graduation (now 18)	\$5.1 million	6.4 million
o Tougher standards to participate in activities	\$--	\$--
o College prep programs in all high schools	\$--	\$--
o Emphasis on "high order problem solving skills"	\$--	\$--
o Strengthen student discipline	\$--	\$--
o A minimum 6 hour instructional day	\$--	\$--
o School year of		

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180 days of instruction	\$--	\$--
o All 5 year olds to attend preschool	\$1.8 million	\$2.2 mil.
o Advanced placement available in all high schools	\$ 669,000	\$1.7 mil.
o Gifted and talented programs in all schools	\$3.7 million	\$13.7 mil.
o Vocational programs in high schools	\$7.0 million	\$3 million
o 12th graders ma complete vocational programs after they graduate	\$1.3 million	\$1.7 mil.
o Statewide project for emotionally handicapped students	\$--	\$10 mil.
o Services to mentally handicapped students	\$1.0 million	\$3.370 mil.

Recommendation Two: Strengthen teaching and testing basic skills

o Exit exam required for graduation	\$140,000	\$108,000
o Promotion policies based on academic achievement	\$--	\$--
o Child development program for 4 year olds with "significant deficiencies"	\$2.4 million	\$16.3 mil.
o Remedial instruction for students who fail to meet State minimum standards in basic skills	\$59 million	\$49 mil.
o Stress science in basic skills teaching	\$203,000	\$393,000

Recommendation Three: Elevate the teaching profession; strengthen teacher training, evaluation and compensation

o Emphasize teaching as a career in high school	\$ 40,000	\$ 20,000
o Grant loans for teacher education in areas of "critical need," such as science and math	\$1.5 million	\$4.5 mil.
o (Part of the loan would be cancelled for each full year the recipient taught the subject in an area which had a teacher shortage)		
o Grant Provisional Teaching Certificate to BA graduates who pass the appropriate teaching area exam but lack education course work	\$ 2,400	\$ 3,000
o Raise minimum teacher salary to Southeast avg.	\$54.5 million	\$68.8 mil.

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o Adjust fringe benefits	\$ 8.2 million	\$11.2 mil.
o Teacher incentive program to reward performance	\$624,000	\$24.2 mil.
o Require upgraded teacher education programs	\$50,000	\$ 63,000
o Selected colleges to develop "centers of excellence in teaching"	\$150,000	\$450,000
o More field experience in teacher training		
o Better inservice training	\$1.25 million	\$1.25 mil.
o Teachers, principals and supervisors eligible for tuition reimbursement for course work in their field	\$--	\$3.202 mil.
o Extend teacher year to 190 days (now 185)	\$--	\$--
o Provide assistance to reduce teacher paperwork	\$500,000	\$500,000
o Provide competitive grants to improve teaching practices and procedures	\$200,000	\$269,000
o Implement teacher evaluation system by 1984-85	\$--	\$--

Recommendation Four: Improve leadership, management and fiscal efficiency

o Principals assessed before appointment by SC Leadership Academy	\$236,500	\$299,000
o Increase entrance requirements in graduate programs in school administration	\$--	\$--
o Apprenticeship program for school administrators	\$500,000	\$631,000
o Training for administrators	\$44,000	\$57,000
o Required seminars in school administration	\$100,000	\$126,000
o Incentive rewards for outstanding school principals	\$400,000	\$2.5 mil.
o Annual evaluation of school administrators	\$161,000	\$250,000
o Popular election of all school board members	\$--	\$--

Recommendation Five: Implement strict quality control and reward productivity

o Incentive awards available to schools, districts	\$100,000	\$28 mil.
o Competitive grants to innovative programs	\$250,000	\$315,000
o Annual School Improvement Report	\$5,000	\$--
o School Improvement Council to monitor school progress and provide assistance	\$100,000	\$125,000
o The Superintendent of Education can intervene in local districts in serious trouble	\$125,000	\$160,000

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Research Report

Recommendation Six: Create more effective partnerships between schools, parents, community and business

o Regular conferences between parents, teachers; active parent participation in schools	\$--	\$--
o Provide "parenting classes"	\$ 100,000	\$320,000
o Increase the participation of business and industry	\$--	\$--
o Broaden community involvement in schools	\$--	\$--

Recommendation Seven: Provide quality school buildings

o Repairs, renovations and construction on schools	\$58 million	\$42 mil.
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Possible Funding

The Governor has proposed an additional 1¢ on the sales tax to fund this education proposal. Some members of the legislature have offered the suggestion that a scaled-down version of the package could be funded from existing revenues. A third view says the entire proposal could be funded from present revenue.

Conclusion

The Governor's education proposal attacks five major areas: improving academic standards, raising teachers' salaries, improving administration, bettering cooperation between schools, communities and business, and improving school buildings.

The two major questions: is this the best plan to improve education in our state, and is the 1¢ increase in the sales tax the best way to pay for the plan?

Some information for this issue of Research Reports was graciously supplied by the staff of the House Education and Public Works Committee; their assistance is greatly appreciated.

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Around the House

Sympathy, Best Wishes and Prayers

Wednesday of last week Nancy Clark, Executive Secretary for the Ways and Means Committee was burned in a fire at her home. She has been taken to the Burn Center in Augusta, Georgia, where she is in critical but stable condition. At last report she was showing improvement.

Because she is still in isolation, Nancy cannot have visitors and should not receive real flowers. However, House members and staffers who wish to show their care and concern can send cards or silk flowers to the following address:

Mrs. Nancy Clark
Humana Hospital
Room 610
3651 Wheeler Road
Augusta, GA 30904

Legislative Interns for Spring, 1984

Two legislative interns from the University of South Carolina have been assigned to the House.

Stephen L. Hudson, a resident of St. Andrews, will be serving with the Agriculture and Natural Resources Committee. He is a resident of St. Andrews, and is a senior majoring in political science. He plans to enter law school after graduation from USC. His policy interests include education and agriculture.

Patti A. Knoff, a resident of Rochester, New York, holds a Bachelor of Arts degree in political science from USC. She is currently pursuing a Masters of Public Administration. Her policy interests include education, health and social services, and the environment. She will be serving with the House Research Office.

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